

**FISCAL YEAR 2007
URBAN AREAS SECURITY INITIATIVE (UASI)
NONPROFIT SECURITY GRANT PROGRAM (NSGP)**

QUESTIONS AND ANSWERS

Who will determine whether an organization is a terrorist group?

The statute requires applicants to identify prior threats or attacks toward the nonprofit or directly related organization (within or outside the United States) by a terrorist organization, network, or cell against the organization. Information provided by the applicant nonprofits will be reviewed by several DHS components, including the Office of Intelligence and Analysis, to evaluate the threats and ensure that terrorist groups cited by the applicants are, in fact, defined as terrorist groups by the U.S. Department of State.

Does a nonprofit have to be threatened by a terrorist group in order to be eligible?

No, an identified and substantiated threat from a terrorist organization is only one of the determining criteria. Other criteria for determining whether a nonprofit is eligible for NSGP funding include an organization's symbolic value that would make it a likely terrorist target, a prior vulnerability assessment that shows an organization is at high risk of an attack, proximity of an organization to other key assets or critical infrastructure at high risk of an attack, or the role of an organization in responding to a terrorist attack that would increase its risk. A nonprofit organization can demonstrate risk by meeting any or all of these criteria.

Does an "identified and substantiated threat" have to come from an Islamic extremist group?

No. The UASI NSGP is focused on applicants who are at high risk of terrorist attack, but does not require threats that are identified and substantiated in the application process by nonprofits to come from Islamic extremist groups.

How does the department define terrorism?

No one definition of terrorism has gained universal acceptance. However, Title 22 of the United States Code, Section 2656f(d) contains the following definitions:

- The term "terrorism" means premeditated, politically motivated violence perpetrated against noncombatant targets by subnational groups or clandestine agents, usually intended to influence an audience.
- The term "terrorist group" means any group practicing, or that has significant subgroups that practice terrorism.

The U.S. Government has employed this definition of terrorism for statistical and analytical purposes since 1983.

How does the Department determine which organizations are most at risk?

Applications will be reviewed in two phases to leverage local knowledge and understanding of the applicant's risk for terrorist attack while also ensuring coordination and alignment with Federal, State, and local preparedness efforts.

First, applications will be reviewed and prioritized by the respective Urban Area Working Group (UAWG) in coordination with the local Citizen Corps Council, if they are separate entities. As part of the Urban Area Security Initiative (UASI) Nonprofit Security Grant Program application, the State Administrative Agency (SAA) must work with the UAWG and local Citizen Corps Council to develop a prioritized list of nonprofit proposals and submit that list with the investment justifications through grants.gov.

Applications will then be reviewed and award determinations made through a panel of evaluators from across DHS, including FEMA and components from within the Office of Infrastructure Protection (e.g., Protective Security Coordination Division, Office of Bombing Prevention), the Domestic Nuclear Detection Office (as applicable), and the Office of Intelligence and Analysis.

Evaluation criteria include such items as:

- Identification and substantiation of prior threats or attacks toward the nonprofit or closely related organization (within or outside the U.S.) by a terrorist organization, network, or cell against the applicant
- Symbolic value of the site(s) as a highly recognized national or historical institution that renders the site a possible target of terrorism
- Proximity of the nonprofit organization to identified CI/KR
- Role of the applicant nonprofit organization in responding to terrorist attacks
- Findings from previously conducted threat and/or vulnerability assessments
- Integration of nonprofit preparedness with broader state and local preparedness efforts to include coordination with the Citizen Corps Council
- Complete, feasible investment justifications that address an identified risk, including threat, vulnerability or consequence

Will the Secretary certify that a threat has been made to a particular group?

No. The updated guidance from the FY 2007 DHS appropriations bill establishes that applicants shall identify for the Secretary's consideration prior threats or attacks (within or outside the United States) by a terrorist organization, network, or cell against an organization and does not require the Secretary to certify that threat.

In applying for a grant, nonprofit organization applicants must submit an Investment Justification that details:

- Prior threats or attacks toward the nonprofit or closely related organization, either within or outside the U.S., against the nonprofit by a terrorist organization
- Symbolic value of a nonprofit site that renders it a possible terrorist target
- Nonprofit organization's role in responding to or recovering from terrorist attacks
- Findings from previously conducted risk assessments including threat, vulnerability or consequence

Why does NSGP only provide support to nonprofit organizations in FY 2007 UASI cities?

The FY 2006 DHS Appropriations Act linked the Nonprofit Security Grant Program to the UASI Grant Program. Funds for NSGP are part of the UASI appropriation, thus NSGP is part of UASI. UASI has always been risk-based, with the focus on supporting the highest risk urban areas and nonprofit organizations.

Not all eligible nonprofit organizations and UASI communities are guaranteed to receive funding under the FY 2007 NSGP. Allocation decisions will be made based on risk and how well applicants address program requirements through their investment justifications.

What is the purpose of the FY 2007 Urban Areas Security Initiative (UASI) Nonprofit Security Grant Program (NSGP)?

The FY 2007 NSGP will provide funds to support security enhancements to property owned or leased by nonprofit organizations at high risk of attack from terrorist organizations. While this funding is provided specifically to high-risk nonprofit organizations, the program seeks to integrate nonprofit preparedness activities with broader State and local preparedness efforts and promote coordination and collaboration in emergency preparedness activities among public and private community representatives, State and local government agencies, and Citizen Corps Councils.

How much funding will be awarded through the FY 2007 NSGP?

The UASI Nonprofit Security Grant Program will provide \$24,007,500 to high-risk nonprofit organizations. Each eligible nonprofit organization may apply for up to a \$100,000 grant award. The awardees will have up to 24 months to spend their awards.

Why has it taken so long to release the NSGP Guidance and Application Kit?

Although these are FY 2006 funds, the issue of how DHS could meet the congressional requirements for award, i.e. how the Secretary could reliably “certify” the threat to a selected nonprofit organization, was not resolved until passage of the FY 2007 DHS Appropriations Bill in October 2006. In the bill, Congress amended the 06 language, dropping the certification requirement clarifying that grants would be made to organizations at high risk of attack, and directing that grants be awarded by September 30, 2007.

Which nonprofit organizations are eligible to apply for NSGP funding?

Any nonprofit organization (as described under section 501(c)(3) of the Internal Revenue Code of 1986 and exempt from tax under section 501(a) of such Code) that is at high risk of terrorist attack and is located within one of the FY 2007 UASI areas is eligible to apply.

Criteria for determining eligible applicants who are at high risk of terrorist attack include, but are not limited to:

- Identification and substantiation (e.g. police reports or insurance claims) of prior threats or attacks toward the nonprofit or closely related organization (within or outside the U.S.) by a terrorist organization, network, or cell against the nonprofit organization
- Symbolic value of the site(s) as a highly recognized national or historical institution that renders the site a possible target of terrorism
- Role of the applicant nonprofit organization in responding to or recovering from terrorist attacks
- Findings from previously conducted risk assessments including threat, vulnerability, or consequences

Not all eligible nonprofit organizations and UASI communities are guaranteed to receive funding under the FY 2007 NSGP. Allocation decisions will be made based on risk and how well applicants address program requirements through their investment justifications.

What can the nonprofit organizations use these federal grant dollars for?

Allowable costs are focused on target hardening activities, which can be accomplished through training or the purchase or installation of security equipment on real property (including buildings and improvements) owned or leased by the nonprofit organization, specifically in prevention of and/or protection against the risk of a terrorist attack. Additionally, nonprofit organization security personnel may use NSGP funds to attend security-related training courses and programs. Allowable training-related costs under NSGP are limited to attendance fees for the training, and related expenses, such as materials, supplies, and/or equipment. Overtime, backfill, and/or travel expenses are not allowable costs. Allowable training topics are limited to the protection of CI/KR, including physical and cyber security, target hardening, and terrorism awareness/employee preparedness.

Additionally, up to 3 percent of the total award amount may be used for management and administration (M&A) purposes by the State. M&A activities are those defined as directly relating to the management and administration of the grant funds, such as financial management and monitoring.

The grantee may meet a soft match requirement through cash, training investments related to use of equipment purchased with the grant, or training investments related to general purpose security and emergency preparedness for staff. In the case of training projects, awardees must meet the matching requirement through cash. In no event can regular personnel costs such as salary, overtime, or other operational costs unrelated to training be used to satisfy the matching requirement.

Why are the State Administrative Agencies (SAA) involved in the application process?

To be consistent UASI and other homeland security grant programs, the SAA is the only entity eligible formally to apply for these funds. Applications must be provided to the SAA from

eligible nonprofit organizations (as described under section 501(c)(3) of the Internal Revenue Code of 1986 and exempt from tax under section 501(a) of such Code) that are at high risk of terrorist attack and are located within one of the FY 2007 UASI areas.

Was there any stakeholder involvement in the guidance and application development process?

As with the development of other DHS grant programs, DHS solicited the input of stakeholders on the NSGP guidance and application development process. A December 2006 working group of selected stakeholders, as well as regular discussions with nonprofit organizations, provided valuable feedback that helped DHS develop the NSGP.

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**ADDITIONAL FOLLOW UP
QUESTIONS AND ANSWERS**

The guidance talks about “international” terrorism, but does not mention “domestic” terrorism? Would threats of or acts of terrorism by “domestic” groups be allowed as part of the justification for eligibility and inclusion in the IJ?

- A. The statute appropriating funds specifically calls out “international” terrorism. Therefore, threats or acts of “international” terrorism are to be reviewed, scored, and prioritized in the IJ.

The guidance differs in terms of substantiation of threats or attacks. Page 2 of the NSGP guidance refers to attacks against the site or “directly” related sites, while the further guidance and the IJ terms also notes “closely” related sites. There is a difference between the two terms, directly and closely. For consistency, what term should be used?

- A. Prior threats or attacks (within or outside the U.S.) directly against the organization/site, as well as threats or attacks against closely related organizations/sites are eligible to be identified, reviewed and scored in the IJ.

To evaluate eligibility, can you clarify what parameters DHS would use to consider a site to be 'highly-recognized'? Should the evaluation consider how recognizable the nonprofit organization/site is at a “national” level or a “local” level?

- A. Eligibility is limited to nonprofit organizations (as described under section 501(c)(3) of the Internal Revenue Code of 1986 and exempt from tax under section 501(a) of such Code) that are at **high risk of international terrorist attack** and are located within one of the specific UASI-eligible urban areas. Whether an eligible applicant is recognizable at the national or local level should not impact the eligibility criteria identified in the guidance.

Additionally, the review and evaluation considering how recognizable the nonprofit organization/site is should be relative to the insight from the State, UAWG, and local Citizen Corps Council level. Thus, a local level evaluation of how recognizable the nonprofit organization/site is will suffice.

Final review and award determinations will be made by DHS.

Are nonprofit organizations in jurisdictions outside the eligible FY 2007 UASI areas eligible to apply for funds via the FY 2007 NSGP?

- A. Nonprofit organizations in jurisdictions outside the eligible FY 2007 UASI areas are not eligible to apply for funds under the FY 2007 NSGP. State and local jurisdictions should leverage other available HSGP funding to support and/or fund other identified nonprofit organizations that may be at high risk of terrorist attacks, in accordance with requirements set forth in respective program guidance and their State and Urban Area Homeland Security Strategies.

What documentation can the SAA/UAWG Review Panel use to validate or substantiate the risks identified in the proposed IJ?

- A. The SAA may use documents such as identified/submitted police reports, insurance claims, news reports, etc. to validate or substantiate the risks identified in the proposed IJs.

Who is responsible for completing any risk assessments? If a nonprofit has a completed risk assessment, is anyone required to determine the validity of the assessment?

- A. The NSGP Guidance and IJ template state that the nonprofit can provide findings from previously conducted risk assessments. Therefore, the nonprofit organization is responsible for completing/conducting any risk assessments. During the review, scoring, and prioritization process, the SAA/UAWG review panel may request a copy of the assessment to support its ability to verify and/or substantiate any risk-related information during the review process.

Can multiple 501(c)(3)'s apply under one IJ application?

- A. Multiple 501(c)(3)'s cannot submit one bundled application. Each eligible 501(c)(3) applicant must submit their own individual IJ application for a maximum \$100,000 award.

However, an umbrella group/parent organization may submit one application on behalf of its separate sites/agencies in an eligible urban area. In this case, the maximum award would be \$100,000, total, and disseminated by the umbrella group/parent organization. Otherwise, each individual 501(c)(3) organization/site would have to submit its own application for up to \$100,000.

Jurisdictions that are coordinating their proposed application and target hardening activities with other nonprofit organizations and/or facilities

should note this, along with the name of the nonprofit organization and facility, in Section V, Project Management, of the IJ.

Where should requested training costs be included in the IJ?

- A. Section IV, Target Hardening Activity of the IJ provides space to “describe the proposed target hardening activity, including total funds requested.” This space is available for requested equipment and training, as well as allowable M&A expenses.

Equipment costs are limited to only two categories from the AEL. Did DHS purposely omit AEL category 21, Other Related Equipment Costs, which includes vendor training costs, shipping, installation, etc.?

- A. The full AEL category 21 is not allowable. However, costs inherent to the purchase of equipment, such as shipping, taxes, and/or installation can be included in the bundled cost for the requested equipment. Training on the use of the equipment would not be eligible as an expense under the grant program, but could be conducted/funded as part of the match requirement.

Please clarify how training costs can be used as a match for equipment costs?

- A. As stated in the guidance, “Allowable training-related costs under NSGP are limited to attendance fees for the training, and related expenses, such as materials, supplies, and/or equipment.” Therefore, a nonprofit could purchase equipment, and an eligible match could include training for that equipment, if the training costs were not paid for with grant funds. Additionally, other CI/KR protection training, as noted in the guidance, not funded with federal funds could be eligible to meet the match.

If a specific training course/activity is used as a match, can HSGP, IPP, or NSGP grant funds be used to pay for it?

- A. No. Training may be used as a match; however, if it is used as a match, it cannot be paid with grant funds.

Page 10 of the NSGP guidance includes an example of adherence to standards for PPE, but PPE is not allowable.

- A. This is standard language for all grants. PPE is not allowable; however, please refer to the AEL located on the FEMA National Preparedness Directorate website at <http://www.ojp.usdoj.gov/odp/equipment.htm> or at <https://www.rkb.mipt.org/> to see if there are any standards associated with the equipment that you request/purchase under this program.

Can you be more specific as to what training costs are or are not allowed? For example, are instructor costs eligible (for bringing in a vendor to teach the course since travel costs to a course are not permitted)?

- A. The Guidance states “only allowable training-related costs under NSGP are limited to attendance fees for the training, and related expenses, such as materials, supplies, and/or equipment.” Therefore, instructor fees would not be eligible as they are beyond attendance fees and supplies/materials for the attendee.

Page 13 of the NSGP guidance notes the minimum NIMS training is IS-700, while other training is only recommended. Per the NIMS website, NGO minimum also includes IS-800 and 100-400 depending on the site's role in a response. Which training is the minimum required training?

- A. IS-700 is the minimum required training. If the NGO is involved in a larger response role, they should follow appropriate guidelines as set forth by the NIMS Integration Center (NIC).

Who from the nonprofit organization is required to complete the NIMS IS-700 course? Does the SAA need to have a copy of their certificate of completion?

- A. The guidance states that “all emergency preparedness, response, and/or security personnel in the organization participating in the development, implementation, and/or operation of resources and/or activities awarded through this grant must complete the NIMS IS-700 course.” The SAA is not required to keep a copy of their certificate of completion; however, the nonprofit organization should have these certificates available to share with the SAA, upon request, in support of any reporting and/or monitoring processes.

M&A costs are eligible, but there is no inclusion or discussion of M&A costs in the IJ. Will funding recipients receive an additional 3% from DHS to cover those costs or does this need to be addressed at all in the IJ?

- A. There will be no additional M&A funds provided beyond the requested and funded IJ requests. Each SAA will be eligible to spend up to 3% of the total award on M&A. This can be passed through to locals, if desired.

Therefore, M&A costs should be addressed in the IJ. If M&A costs are not addressed in the IJ, the SAA may take 3% off the top of the overall award for allowable M&A costs.

Can you provide additional information on the match requirement for each allowable category?

- A. You do not need to match 75/25 in **each** eligible category (i.e. equipment, Training, and M&A). As long as the overall 25% match includes eligible costs, no matter what eligible category, it can serve to meet the match requirement.

Why are travel costs authorized under M&A?

- A. Travel under M&A supports program monitoring activities and this category is limited to 3% of the overall award.

The equipment section does not discuss construction or renovation. If installation of eligible equipment includes construction or renovation, is that allowed? Can renovation or construction costs directly related to installation be used as matching costs?

- A. Request for construction or renovation related activities will be evaluated on a case-by-case basis. Any questions related to construction or renovation should be provided to your Preparedness Officer. However, generally speaking, the allowable activities under this program (fencing, barriers, security systems, etc.) are not considered “construction”. Additionally, all NEPA considerations apply.

The guidance states that the SAA in coordination with the UAWGs and local Citizen Corps Council must develop a prioritized list of IJ proposals. Does that simply mean that the submitted IJ requests must be reviewed and scored based upon the methodology provided on a scale from 1-5, and the resulting scored/prioritized list must be submitted as an attachment to the grant application?

- A. Yes, submitted IJs should only be review and scored overall on a scale from 1-5 based upon the methodology provided. No subdivision of scores per question needs to occur. The resulting prioritized scores must be submitted as an additional attachment in the grants.gov application. An excel format is preferred.

Is there a cut-off on the number of applicants that the state can submit through grants.gov?

- A. No. All IJ requests can be submitted via grants.gov. Due to size restrictions and time constraints for uploading files, we recommend that all submitted IJs be combined into one PDF file and this one (1) file be uploaded to grants.gov with the application submission.

Page 10 of the NSGP guidance includes a bullet for evaluation as to how the site integrates its preparedness efforts with the local Citizen Corps Council. However, the application information does not include this bullet statement. Does DHS assume this topic should be discussed under the bullet of explaining the site's role in a response or recovery to an incident?

- A. Yes, DHS assumes that this integration will be discussed under the bullet that explains the organization/site's role in a response or recovery to an incident.**

Are there any restrictions on the use or pass-through of M&A funds available to the SAA?

- A. 3% of total award is available to be distributed for M&A at the discretion of the SAA, in accordance with allowable M&A expenses described in the guidance.**

Once individual nonprofits are selected for funding, will the UAWG have any grant management function or responsibility? Does DHS expect the SAA to pass-through these funds directly to the individual nonprofits, and thus not require additional work of the UAWG?

- A. Awarded funds, minus any allowable M&A expenses, must be passed through directly to the nonprofit organization, and, thus, will not require any additional work of the UAWG.**

Will the NSGP be reported through the Biannual Strategy Implementation Report (BSIR)?

- A. Yes, reporting through the BSIR will be required.**

During award closeout, there is a requirement for the submission of a final CAPR and a Final Report on program accomplishments. If the program accomplishments are provided in block 12 of the CAPR, will that report suffice?

- A. A final BSIR will be required to address all final closeout reporting.**

Did DHS make the program guidance and press release publicly available?

- A. Yes, the program guidance was announced by DHS via a press release and also distributed via an Information Bulletin to all SAA, HSA, and UASI points of contact. These materials are also available on the web at http://www.ojp.usdoj.gov/odp/grants_programs.htm#fy2007UASI. Outreach calls were also conducted with nonprofit organizations in coordination with the DHS Office of Faith-Based Initiatives.**